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TAGS: ECRP, UNDP, YE

SUBJECT: CERP 008-UNDP, EVALUATION OF UN ASSISTANCE PROGRAMS

REF: STATE 77 A-2507

1. BEGIN SUMMARY: THE UN PRESENCE IN YEMEN

CONTINUES TO GROW AND ITS ROLE MAY EXPAND SHARPLY IF WELL-

CONCEIVED GOVERNMENT FIVE YEAR PLAN IMPLEMENTED AS SCHEDULED.

NEARLY ALL COMPONENTS OF THE UN SYSTEM ARE KEYING THEIR FUTURE

PLANS TO THE OVERALL GUIDELINES OF THE NATIONAL DEVELOPMENT

PLAN. MOST AGENCIES SEEM TO BE MAKING PROGRESS WITH THEIR

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ASSISTANCE EFFORTS, ALTHOUGH OFR TWO ARE MORIBUND. UNDP

IN PARTICULAR HAS GAINED STATURE AS FLEXIBLE, IMAGINATIVE

AND EFFECTIVE ORGANIZATION AND RESREP IS CLEARLY ON GOOD

TERMS WITH BOTH YEMENIS AND MANY FOREIGN DONORS. THE UNDP

ROLE IS LIKELY TO EXPAND EVEN MORE IN FUTURE AS ITS SKILLS IN

MARSHALLING WESTERN AND OIL-RICH ARAB COUNTIES FINANCIAL

ASSISTANCE BECOME BETTER KNOWN. END SUMMARY.

2. RELEVANCE OF UN ASSISTANCE TO YEMEN. IN THE YEMEN OF THE EARLY 1970'S, UN TECHNICAL ASSISTANCE PROGRAMS ENCOUNTERED AN ECONOMY WHICH WAS UNDERDEVELOPED IN ALMOST EVERY ASPECT OF EVERY SECTOR. AT THE SAME TIME, THERE WAS POTENTIALLY AVAILABLE, CONSIDERABLE FOREIGN ASSISTANCE, PARTICULARLY FROM NEIGHBORING ARAB OIL EXPORTERS. THUS, ONE OF THE UN'S FIRST EFFORTS WAS TO ASSIST THE YEMEN GOVERNMENT IN MAKING FEASIBILITY STUDIES FOR A WIDE RANGE OF PROJECTS IN ORDER TO ATTRACT SOME OF THE FOREIGN DONOR CAPITAL. STUDIES, FOR EXAMPLE, WERE COMPLETED ON SEVERAL ROAD PROJECTS, ON MUNICIPAL SEWERAGE AND WATER SYSTEMS FOR THE CITIES OF HODEIDAH AND SANA, AND ITU CARRIED OUT A NATIONAL TELECOMMUNICATIONS SURVEY. ALL OF THESE STUDIES LATER RESULTED IN ACTUAL INVESTMENT BY FOREIGN DONORS OR THE YARG IN THE RECOMMENDED PROJECTS; A FACT IN WHICH LOCAL UN OFFICIALS TAKE CONSIDERABLE PRIDE.

3. AT THE SAME TIME, THE YEMEN GOVERNMENT REQUIRED EVEN MORE DIRECT ASSISTANCE WITH ITS VERY STRUCTURE. MANY OF THE MINISTRIES HAD BEEN CREATED PRACTICALLY OUT OF WHOLE CLOTH FOLLOWING THE CIVIL WAR. TRAINED MANPOWER AND ADMINISTRATORS WERE VIRTUALLY NONEXISTENT. TO AMELIORATE THIS SITUATION, THE UNDP, THROUGH ITS INSTITUTIONAL SUPPORT PROGRAM, ASSIGNED TEAM OF EXPERTS TO CERTAIN MINISTRIES DESIGNATED BY THE YEMEN GOVERNMENT TO PUBLIC WORKS, AGRICULTURE, LIMITED OFFICIAL USE

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HEALTH AND EDUCATION. IN SOME CASES, SUCH AS THE MINISTRY OF AGRICULTURE, THE TRAINING OR EXPERIENCE OF THE YEMENI OFFICIALS WAS SO MEAGER THAT THE UN EXPERTS BECAME THE ENTIRE BACKBONE OF THE ORGANIZATION, IN EFFECT, THE MINISTRY ITSELF. SUCH AN OUTCOME WAS CERTAINLY NOT THE AIM OF THE UNDP, AND PROBABLY NOT THAT THE EXECUTING AGENCY, THE IBRD (USING FAO PERSONNEL). THE QUESTION IT RAISES HOWEVER, AS IN SO MANY OTHER UN ACTIVITIES IN THE YEMEN, IS WOULD THE SITUATION BE ANY BETTER WITHOUT THE UN PRESENCE? THE ANSWER SEEMS TO BE DECIDELY, NO.

4. A THIRD MAJOR AREA OF UN SUPPORT WAS IN ASSISTING YEMEN WITH ITS LONG RANGE PLANNING EFFORTS, NOT MERELY ON A SECTORAL BASIS, BUT FOR THE ENTIRE ECONOMY. CHIEF AMONG THESE WAS THE NEW FIVE YEAR PLAN WHICH WAS PUBLICLY PRESENTED LAST AUTUMN. ONE OF THE PRINCIPAL TECHNICIANS WORKING ON THE VARIOUS DRAFTS OF THE PLAN UNDER THE DIRECTION OF THE CENTRAL PLANNING OFFICE AND THE PRIME MINISTER WAS A UN EXPERT FROM SYRIA, ASSISTED ON DIFFERENT CHAPTERS BY OTHER UN CONSULTANTS. THE PUBLIC UNVEILING OF THE PLAN-- AT THE FIRST YEMEN DEVELOPMENT CONFERENCE IN NOVEMBER 1977-- WAS A SMOOTH AND IMPRESSIVE SUCCESS LARGELY AS

A RESULT OF THE EFFORTS OF AN ECONOMIC COMMISSION FOR WESTERN ASIA TEAM FROM BEIRUT WHICH BACKSTOPPED THE ENTIRE EVENT.

5. THESE AND SIMILAR EFFORTS AT TECHNICAL ASSISTANCE ARE THE UN SYSTEM'S CHIEF CONTRIBUTION TO THE ECONOMY OF YEMEN AND ARE CLEARLY RELEVANT IN TERMS OF THE GLARING DEFICIENCY IN THE YARG'S SUPPLY OF COMPETENT OFFICIALS. THE UN LEAVES THE LARGE GRANTS OF CAPITAL ASSISTANCE TO OTHERS. THE BULK OF THE UNDP MONEY (70 PERCENT) IS SPENT HIRING PEOPLE (FOREIGN EXPERTS) TO WORK IN OR WITH THE YARG BUREAUCRACY. WHILE THE UN SYSTEM AND THE UNDP IN PARTICULAR ARE THE LARGEST DONORS OF TECHNICAL ASSISTANCE TO YEMEN, A LOOK AT TOTAL FOREIGN ASSISTANCE (WHICH ALSO INCLUDES CAPITAL INVESTMENT OR AID) MAKE THE UN CONTRIBUTION SEEM MUCH LIMITED OFFICIAL USE

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SMALLER. THE UNDP'S INDICATIVE PLANNING FIGURE (IPF) FOR THE COMING CYCLE 1977-1981 IS \$23.75 MILLION AND THE TOTAL UN CONTRIBUTION WILL BE OVER \$85 MILLION. DURING THAT SAME PERIOD, HOWEVER, YEMEN HOPES TO RECEIVE A TOTAL OF FOREIGN ASSISTANCE AMOUNTING TO \$1.45 BILLION.

6. PERCEPTIONS OF THE UN. JUDGMENTS ABOUT THE EFFICACY OF SPECIFIC UN PROJECTS IN YEMEN ARE A TRICKY BUSINESS. FOR ONE THING, MOST OF THE PROJECTS DON'T DEAL IN HARDWARE, TANGIBLE ASSETS OR QUANTIFIABLE ELEMENTS; THEY ARE CONCERNED, INSTEAD, WITH MORE SUBTLE PROBLEMS SUCH AS PROVIDING AN AGENCY WITH A MORE ACCURATE SET OF FIGURES, AND ULTIMATELY, WITH DEMONSTRATING TO THE HALF EDUCATED YEMENI COUNTERPART WHY IT IS IMPORTANT TO HAVE ACCURATE STATISTICS AND, MOST SIGNIFICANTLY, HOW TO OBTAIN THEM. THE FIRST TASK ALONE IS DIFFICULT ENOUGH IN YEMEN; THE SECOND FREQUENTLY APPEARS INSUPERABLE. A NUMBER OF JUDGMENTS ABOUT THE WORK OF DIFFERENT AGENCIES ARE GIVEN BELOW, BUT IN GENERAL, THE UN SEEMS TO BE AN EFFECTIVE, HIGHLY USEFUL PART OF THE YEMENI SCENE.

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7. THERE IS, HOWEVER, THROUGHOUT YEMEN, AND CERTAINLY ALL ACROSS THE CAPITAL OF SANA, A CERTAIN DISENCHANTMENT TINGED WITH CYNICISM ABOUT THE WORK OF THE UN HERE. THIS ATTITUDE CROPS UP IN THE GENERAL REMARKS OF BOTH YEMENIS AND FOREIGNERS AND SEEMS DIRECTED NO SO MUCH AT THE TOTAL ORGANIZATION ITSELF AS TOWARD THE CONDUCT, WORK HABITS, AND EVEN INTEGRITY OF INDIVIDUAL PROJECT MANAGERS, EXPERTS, AND VOLUNTEERS. WHEN PRESSED TO DEFEND THEIR REMARKS, MOST PEOPLE CITE ONE OR TWO INSTANCES OF A FAILING PROGRAM OR IMPROPER CONDUCT AND ATTRIBUTE THAT FAILING TO THE ENTIRE UN EFFORT. BUT FEW PEOPLE HAVE ANY KNOWLEDGE OF THE SCOPE OF UN ACTIVITIES. IT MAY ALSO WELL BE THAT YEMENIS ARE BECOMING JADED WITH FOREIGN ASSISTANCE, IT IS NOW POURING INTO THE COUNTRY IN NEARLY INDIGESTIBLE AMOUNTS. AT THIS POINT THERE DO NOT SEEM TO BE MANY GLOWING UN SUCCESSES (THE 1975 CENSUS AND THE FIVE YEAR PLAN MIGHT BE CONSIDERED SUCH) BUT IT MAY BE UNFAIR TO ASK FOR THEM. THERE ARE LIMITED OFFICIAL USE

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A FEW FAILURES, BUT THE UNDP OFFICE SEEMS TO RECOGNIZE THEN, AND HAS MOVED TO TERMINATE, OR AT LEAST TO IMPROVE, SOME OF THE QUESTIONABLE PROGRAMS. FOR INSTANCE, THE UNDP HAS DROPPED FROM ALL PLANNING FOR ITS NEXT PROGRAM CYCLE THE FAO PROJECT KNOWN AS THE SOUTH GOMEISH FARM. THIS APPARENTLY ILL-CONCEIVED EFFORT TO CONVERT A LARGE (300 HECTARES) EXPERIMENTAL FARM IN THE TIHAMA COASTAL AREA INTO A COMMERCIAL FARM HAD BEEN BESET BY PROBLEMS SINCE THE EARLY 1970'S. THE EAST GERMANS, WHO WERE ACTUALLY OPERATING THE FARM, DEVOTED MORE AND MORE TIME TO THE COMMERCIAL PRODUCTION PROGRAM AND LESS AND LESS TO SEED CULTIVATION AND PLANT PROTECTION. TO FURTHER COMPLICATE THEIR PROBLEMS, THE

GERMANS HAD ALSO INSTALLED AN ANTIQUATED AND INEFFICIENT IRRIGATION SYSTEM. UNDP OFFICIALS, AND THE RES REP IN PARTICULAR BECAME CONVINCED OF THE FOLLY OF CONTINUING TO SUPPORT THE OPERATION AND MOVED DECISIVELY TO END THE UN'S ASSOCIATION.

8. PRESENCE AND PERFORMANCE OF UN SYSTEM MEMBERS. THERE FOLLOWS A BRIEF ANALYSIS OF THE ACTIVITIES OF EACH OF THE MAJOR COMPONENTS OF THE UN SYSTEM IN YEMEM.

9. WHO. THE EFFORTS OF THE WORLD HEALTH ORVANIZATION IN YEMEN ARE AS GOOD AN EXAMPLE AS ANY OF THE OCCASIONAL FALSE STARTS SOMETIMES EXPERIENCED BY THOSE SEEKING "TO DEVELOP"THE COUNTRY. THEY ALSO ILLUSTRATE THE ALMOST BEWILDERING ARRAY OF FINANCIAL ARRANGEMENTS BETWEEN AND AMONG THE UNDP, THE SPECIALIZED AGENCIES, THE YARG AND FOREIGN DONORS. WHO IS THE LARGEST UN CONTRIBUTOR TO YEMEN AFTER THE UNDP. IT IS THE ONLY SA TO HAVE ITS OWN REPRESENTATIVE (A LEBANESE PHYSICIAN) STATIONED IN THE COUNTRY (ALTHOUGH UNICEF SOON WILL). LIMITED OFFICIAL USE

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THIS HAS CAUSED NO PARTICULAR PROBLEM WITH UNDP STAFF, BUT IT MUST ALSO CONTRIBUTE TO THE APPARENT INABILITY OF ANYONE IN THE UN SYSTEM TO BRING ABOUT ANY CHANGES IN WHAT IS GENERALLY REGARDED AS A LACKLUSTER PERFORMANCE. WHO SPENDS ABOUT \$2 MILLION PER YEAR OF UNDP MONEY AS EXECUTING AGENCY. IN ADDITION, IT IS DISBURSING \$1-\$1 1/2 MILLION OF ITS OWN FUNDS EACH YEAR. IT ALSO HAS RECEIVED A COMMITMENT FROM THE SAUDI GOVERNMENT OF \$4 MILLION FOR 1978 AND 1979. THESE MONIES ARE USED TO SUPPORT THREE MAJOR OPERATIONS AND A NUMBER OF SMALLER ONES: (A) AT THE HEALTH AND MANPOWER INSTITUTE WHO ADMINISTRATORS ARE ATTEMPTING TO TRAIN A CADRE OF PARA-MEDICAL PERSONNEL FOR THE COUNTRY; THIS HAS COME ABOUT PARTLY IN RESPONSE TO THE GOVERNMENT'S DECLARED AIRM OF EMPHSIZING PRIMARY HEALTH SERVICES. (B) IN THE MINISTRY OF PUBLIC WORKS' DEPARTMENT OF RURAL WATER, WHO IS PROVIDING INSTITUTIONAL SUPPORT IN THE FORM OF A PROGRAM MANGER/EXPERT AND THREE UN VOLUNTEERS, WITH TWO OR THREE MORE TO BE APPOINTED WHEN AVAILABLE. THIS ASSISTANCE PROGRAM IS FUNDED BY THE DUTCH GOVERNMENT WITH WHO ACTING AS EXECUTING AGENCY. THE DUTCH SUPPORT WILL COME OUT OF THEXGDW MILLION CONTRIBUTION WHICH IT GIVES ANNUALLY TO THE UNDP-SUPPORTED PROGRAMS IN YEMEN. (C) IN ONE OF THE LOCAL HOSPITALS, THE AHEALTH ADMINISTRATION AND NURSING SERVICES PROJECT IS DIRECTED BY A UN EXPERT PROGRAM MANAGER WORKING WITH ONE UN EXPERT NURSING ADMINISTRATOR AND NINE UN VOLUNTEER NURSERS. UNFORTUNATELY THIS

IS NOT A BRIGHT CHAPTER IN WHO ANNALS. THE ORIGINAL PROJECT MANAGER SEEMINGLY LACKED INTEREST IN THE WORK, HAD LITTLE OR NO CONTACT WITH THE VOLUNTEERS, AND HAS BEEN MANEUVERED OUT OF HIS POSITION. AFTER CONSIDERABLE DISCOURAGEMENT ALL AROUND, THE PROGRAM WAS SWITCHED FROM ONE SANANI HOSPITAL TO A SECOND A FEW MONTHS AGO, AND A NEW PROJECT MANAGER WILL TAKE OVER IN JULY.

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10. IN THIS MISSION'S LAST REPORT ON THE UN, WE NOTED THAT THE WHO SEEMED TO BE HAVING LITTLE SUCCESS IN REFORMING THE MINISTRY OF HEALTH. THAT REMAINS TRUE. WHO AND HEALTH MINISTTRY OFFICIALS HAVE BEEN KNOWN TO CONTRADICT ONE ANOTHER IN ANNOUNCEMENTS ON HEALTH SUBJECTS. MORE BASICALLY, THE MINISTRY CONTINUES TO CONVEY A FLABBY BUMBLING IMAGE. CREDIT MUST BE GIVEN TO THE WHO FOR ITS ROLE IN PRODUCING THE COMPREHENSIVE NATIONAL HEALTH PROGRAM AS A COMPLEMENT TO THE FIVE YEAR PLAN BUT VIGOROUS AND EFFECTIVE PROSECUTION OF SPECIFIC HEALTH PROGRAMS REMAINS TO BE SEEN IN YEMEN.

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11. FAO. THE FOOD AND AGRICULTURAL ORGANIZATION UNDER IBRD FUNDING HAS TWO MAIN ROLES IN YEMEN. ONE IS THE INSTITUTIONAL SUPPORT (DESCRIBED ABOVE) FOR THE MINISTRY OF AGRICULTURE. THE SIX MAN TEAM, ALL THIRD WORLDERS, HAS BEEN IN PLACE FOR FIVE YEARS AND HAS CONSIDERABLE SWAY OVER BOTH THE MINISTER AND THE LOWER RANKING OFFICIALS. THE BASIC QUESTION HERE IS WHETHER THE UN EXPERTS HAVE SUCCESSFULLY TAUGHT AND TRAINED THEIR WAY OUT OF A JOB--AS INTENDED--OR WHETHER THEY HAVE FALLEN PREY TO THE STRONG TEMPTATION MERELY TO RUN THE MINISTRY ON A DAY-TO-DAY BASIS. IN ANY CASE, THE MINISTRY OF AGRICULTURE DOES NOT YET HAVE THE STATURE AND SKILLS WHICH THE YARG SEEMINGLY REQUIRES OF IT GIVEN THE STRONG EMPHASIS PLACED ON AGRICULTURAL DEVELOPMENT BY THE FIVE YEAR PLAN.

12. FAO'S OTHER MAIN EFFORT IS THE CENTRAL AGRICULTURE RESEARCH PROGRAM (AGAIN, IBRD FUNDED) LOCATED IN THE LIMITED OFFICIAL USE

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SOUTHERN CITY OF TAIZ. THREE UN EXPERTS AND THREE OTHER TECHNICIANS DO RESEARCH IN TAIZ. THERE IS A BRANCH OR EXTENSION OFFICE OF THE PROGRAM IN THE PORT CITY OF HODEIDAH. WORK IS UNDER WAY ON SOILS STUDIES, CITRUS AND BANANA CULTIVATION, AND VARIOUS HORTICULTURE EXPERIMENTS, THE HORTICULTURIST IS EXPECTED TO DEPART VERY SOON. THE PRINCIPAL WEAKNESS OF BOTH THE RESEARCH STATIONS OPERATIONS IS THE INABILITY OF THE GOVERNMENT TO PROVIDE THE PROMISED YEMENIS COUNTERPART PERSONNEL. ESTIMATES PLACE THE NUMBER OF COUNTERPARTS AT NO MORE THE 50 PERCENT OF THE NUMBER PLANNED AND PLEDGED. THIS SITUATION MAY IMPROVE, HOWEVER. NEXT YEAR, TWENTY FIVE YEMENIS RECEIVING AGRICULTURE EDUCATION IN EGYPT ARE SCHEDULED TO RETURN AND THE FOLLOWING YEAR ANOTHER TWENTY FIVE, FROM BOTH EGYPT AND THE US.

13. UNICEF. THE UNITED NATIONS CHILDRENS FUND HAS BEEN OPERATING IN YEMEN SINCE 1962, BUT IT WAS NOT UNTIL JULY OF 1977 THAT A FIELD OFFICE WAS ACTUALLY ESTABLISHED IN THE COUNTRY PRIOR TO THAT TIME, UNICEF SUPERVISED ITS OPERATIONS FROM ABU DHABI. THE ORGANIZATION'S FIRST YEMEN-BASED REPRESENTATIVE WILL ARRIVE THIS SUMMER. UNICEF IS UNIQUE AMONG THE MEMBERS OF THE UN SYSTEM IN HAVING RESPONSIBILITY FOR PROGRAMS IN BOTH NORTH AND SOUTH YEMEN SUPERVISED BY THE SANA OFFICE.

14. UNICEF IS NOT YET IN HIGH GEAR IN YEMEN. IT FREELY

ADMITS THAT IT IS IN A "HOLDING OPERATION"WHILE THE YARG
SORTS OUT THE INITIAL PROBLEMS OF IMPLEMENTING THE FIVE
YEAR PLAN. DURING THE 1978-1979, THE ORGANIZATION WIL
CONTINUE TO SUPPORT THE FUND PREVIOUSLY APPROVED PROGRAMS,
WHILE PREPARING (IN CONCERT WITH THE YEMEN GOVERNMENT) A
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FULL SCALE MASTER PROGRAM.

15. THE UNICEF EFFORTS IN YEMEN ARE BASICALLY DIRECTED
AT FOUR PRIORITIES: THE EDUCATIONAL SYSTEM, THE HEALTH
AREA, THE NATIONAL INSTITUTE FOR PUBLIC ADMINISTRATION, AND
WATER RESOURCES. IN ALL OF THESE IT AIMS TO IMPROVE NOT
ONLY THE LOST OF YEMENI CHILDREN BUT ALSO THEIR MOTHERS.

16. IN THE REALM OF HEALTH SERVICES, UNICEF SUPPLIES
THE MINISTRY WITH SOME VEHICLES, MEDICINES AND
EQUIPMENT, IT ALSO SPENDS \$200 THOUSAND PER YEAR ON
HONORARIA FOR LECTURERS ON VARIOUS HEALTH-RELATED TOPICS,
AS WELL AS STIPENDS/INCENTIVE MONEY FOR STUDENTS
ATTENDING LECTURES. SIMILARLY, HONORARIA AND STI-
PENDS ARE PAID AT THE NIPA FOR LECTURES SUPPORTING
SECRETARIAL TRAINING FOR 150 WOMEN STUDENTS. THE
INSTITUTE IS ALSO SUPPLIED CERTAIN EQUIPMENT, E.G. TYPE-
WRITERS AND COPIERS, BY UNICEF.

17. IN THE WATER SUPPLY FIELD, UNICEF COOPERATES WITH
SEVERAL OTHER AID DONORS AND ACTAS AS THE EXECUTING AGENCY
FOR THE UN CAPITAL DEVELOPMENT FUND IN THE RURAL WATER
DEPARTMENT OF THE MINISTRY OF PUBLIC WORKS. IT HAS,
AMONG OTHER THINGS, CONTRIBUTED \$100 THOUSAND FOR A
MOBIL CRANE AND EXCAVATION EQUIPMENT SUPPLIED TO THE
WATER PROJECTS WHICH EXTEND PIPE NETWORKS TO VILLAGES
FROM WATER SOURCES. AS PART OF ITS EDUCATIONAL EFFORT,
UNICEF SUPPLIES ENGLISH TEXTBOOKS, LABORATORY EQUIPMENT,
AND LIBRARY BOOKS.

18. UNICEF'S PLANS FOR THE FUTURE INCLUDE A SURVEY OF
THE OVERALL NEEDS OF YEMENI CHILDREN, THE LAUNCHING OF
FOUR SMALL RURAL DEVELOPMENT PROGRAMS, AND EFFORTS TO
STRENGTHEN THE WOMENS ASSOCIATION IN YEMEN (PRESENTLY
ABOUT 100 MEMBERS) BY WORKING WITH THE MINISTRY OF
SOCIAL AFFAIRS TO ORGANIZE SEMINARS AND BRING IN EXPERT
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ADVISERS TO CONSULT. BY NO MEANS LEAST IN IMPORTANCE,

UNICEF ALSO INTENDS TO ASSIST YEMEN IN PARTICIPATING IN THE ACTIVITIES OF THE INTERNATIONAL YEAR OF THE CHILD-1979.

19. TO FINANCE THIS "HOLDING OPERATION," UNICEP PLANS TO SPEND ABOUT \$2 MILLION FROM ITS GENERAL PROGRAM BUDGET IN 78/79. IT ALSO EXPECTS THAT IT WILL RECEIVE ABOUT \$4 MILLION FROM VARIOUS DONORS FOR HEALTH CENTER CONSTRUCTION, FURTHER RURAL WATER NETWORK EXTENSION, AND OTHER CONSTRUCTION EQUIPMENT.

20. BECAUSE OF ITS INCHOATE STATUS IN THE COUNTRY, IT IS DIFFICULT TO MAKE A CLEAR JUDGEMENT ON UNICEF. IT WILL CLEARLY GROW IN THE NEXT TWO YEARS. IT NOW HAS NO PROJECTS OF ITS OWN, IT "ADVOCATES" WHAT IT JUDGES TO BE WORTHWHILE AND ASSISTS THE GOVERNMENT TO CARRY OUT ITS OWN SCHEMES. PERHAPS THE NEXT FEW YEARS WILL SEE UNICEF BECOME LESS SATISFIED WITH THE RELATIVELY PASSIVE ROLE IT NOW PLAYS.

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21. WORLD FOOD PROGRAM. THE WFP CAME TO YEMEN MORE THAN TEN YEARS AGO. THE INITIAL THRUST OF ITS ACTIVITIES WAS STRICTLY EMERGENCY ASSISTANCE FOR DISASTERS:

ABOUT \$5 MILLION HAS BEEN DONATED OVER THE YEARS FOR RELIEF FROM DROUGHT, FLOOD, WAR, ETC., AND THIS REMAINS ONE OF THE THREE WFP ROLES. BUT THE WFP HAS GRADUALLY BECOME MORE DEVELOPMENTAL IN ITS APPROACH. IT HAS DESIGNED AND UNDERWRITES INSTITUTIONAL FEEDING PROGRAMS IN YEMEN IN SCHOOLS, HOSPITALS, AND MOTHER-CHILD HEALTH CENTERS. AND IT HAS ALSO BECOME MORE DIRECTLY INVOLVED WITH DEVELOPMENT THROUGH ITS FOOD-FOR-WORK PROGRAMS.

22. BECAUSE THE WORLD FOOD PROGRAM IS NEVER AN EXECUTING AGENCY FOR ANY PROGRAM, IT MUST WORK ENTIRELY THROUGH VARIOUS MINISTRIES OF THE LOCAL GOVERNMENT. IN YEMEN, AT LEAST, THIS HAS BEEN BOTH USEFUL AND DETRIMENTAL. WITH NO UN EXPERT "TO SHOW THEM HOW," (OR TO ACTUALLY DO THE WORK) THE MINISTRY EFFORTS HAVE FREQUENTLY STALLED LIMITED OFFICIAL USE

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OR MISFIRED, AND THE OVERALL EFFICIENCY OF THE WFP'S TOTAL PROGRAM WAS PROBABLY REDUCED. ON THE OTHER HAND, THE YEMENI BUREAUCRATES HAVE GRADUALLY LEARNED TO DO THINGS THEMSELVES AND THIS MAY PROVED TO BE THE WFP'S MOST VALUABLE CONTRIBUTION IN THE LONG RUN. ONE OF THE WFP'S CONTINUING STRUGGLES HAS BEEN TO WIN THE ESTABLISHMENT OF A SEPARATE BUDGET FOR WFP PROJECTS WITHIN THE LARGER MINISTERIAL AND NATIONAL BUDGETS. THAT HAS BEEN ACCOMPLISHED IN THE LAST TWO YEARS. TWO OTHER BASIC PROBLEMS ARE THE LACK OF YEMENI PERSONNEL IN ANY OF THE MINISTRIES WHO HAVE KNOWLEDGE OF HOW TO HANDLE, STORE AND TRANSPORT GRAINS, AND THE DEARTH OF ANY STORAGE FACILITIES/SILOS IN THE COUNTRY.

23. THE SCHOOLFEEDING PROGRAM OF THE WFP ILLUSTRATES SOME OF WFP'S DIFFICULTIES IN YEMEN. IN 1967, WFP BEGAN SUPPLY FOOD (PRIMARILY WHEAT FLOUR) TO THE YARG TO ASSIST IT IN TRYING TO IMPROVE THE NUTRITION OF STUDENTS AT ALL LEVELS. ANOTHER GOVERNMENT AIM WAS TO INDUCE MORE STUDENTS TO REMAIN IN SCHOOL LONGER WITH THE PROSPECT OF A FREE LUNCH. THE FIRST PROGRAM WHICH WAS CONSIDERED A SUCCESS GREW INTO A SECOND WHICH ENVISIONED FEEDING 90,000 STUDENTS EVERY DAY. BUT DURING THE PAST YEAR IT BECAME MORE AND MORE EVIDENT THAT THE GOVERNMENT DID NOT HAVE THE CAPABILITY OF BAKING AND DISTRIBUTING THE AMOUNT OF BREAD REQUIRED. WITH THE CONTINUED FLOOD OF HARD CURRENCY REMITTANCES SPREADING OVER MUCH OF THE COUNTRY, THE ATTRACTION OF A FREE MEAL WAS NOT SO STRONG AS IT ONCE HAD BEEN. WITH THESE CONSIDERATIONS IN MIND, WFP DECIDED IN LATE 1977 TO END THE ONCE-PROMISING SCHOOL FOOD PROGRAM FOR DAY STUDENTS.

24. PERHAPS THE MOST IMAGINATIVE OF THE WFP EFFORTS

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IS THE LOW-COST HOUSING PROJECT ABOUT TO GET STARTED AS PART OF THE FOOD-FOR-WORK PLAN. WFP PLANS TO PAY POOR YEMENIS TO BUILD (AFTER SOME TRAINING) A THOUSAND UNITS OF MODEST, ONE ROOM HOUSES ON LOTS DONATED BY THE GOVERNMENT AND SCATTERED AROUND DIFFERENT SECTIONS OF THE COUNTRY'S FIVE MAJOR CITIES. WFP WILL CONTRIBUTE \$2.5 MILLION TO THIS EFFORT, AND THE UN'S CAPITAL DEVELOPMENT FUND HAS AGREED TO ADD ANOTHER \$3.4 MILLION FOR FUTURE UNITS. THE PROJECT HAS BEEN SLOW IN GETTING STARTED APPARENTLY BECAUSE THE GOVERNMENT IS NOT EAGER TO RUSH INTO A PLAN WHICH WILL INTEGRATE THE VERY POOREST OF THE POPULATION WITH MORE WEALTHY GROUPS. WFP OFFICIALS ALSO WONDER IF THE BASIS OF ANY FOOD-FOR-WORK (AND, BY EXTENSION, THE RAISON D'ETRE OF THE WFP) PROJECT MAY NOT BE SERIOUSLY ERODED BY THE RAPID MONETARIZATION OF THE YEMENIS ECONOMY, WHICH MAKES IT INCREASINGLY ATTRACTIVE TO HIRE ONE'S SELF OUT FOR DAILY OR WEEKLY WAGES, RATHER THEN FOR FOOD.

25. UNESCO. THE UNITED NATIONS EDUCATION SCIENTIFIC AND CULTURAL ORGANIZATION HAS BEEN WORKING FOR THE PAST TWO YEARS WITH YEMEN'S MINISTRY OF EDUCATION ON A MAJOR RE-ORGANIZATION PROGRAM. AT ONE POINT, SOME TWENTY FIVE UN EXPERTS WERE IN THE MINISTRY DRAFTING PLANS TO CHANGE THE MINISTRY'S STRUCTURE, REVISING CURRICULA FOR PRIMARY AND SECONDARY SCHOOLS, WRITING BY-LAWS AND EXAMINATION-CERTIFICATE PROCEDURES, AND HELPING SET UP A TEACHER-TRAINING COLLEGE IN THE UNIVERSITY OF SANA. NOW ABOUT HALF OF THOSE EXPERTS HAVE DEPARTED, LEAVING BEHIND A LARGE PILE OF PAPER, PLUS THE FIRST GRADUATING CLASS OF 151 SECONDARY SCHOOL TEACHERS. THE GROUNDWORK HAS BEEN LAID FOR THREE VOCATIONAL TRAINING CENTERS IN SANA, TAIZ AND HODEIDAH, AND AN AGRICULTURE TRAINING INSTITUTE IN IBB AWAITS ONLY THE COMPLETION OF ITS BUILDING TO OPEN IN OCTOBER. 1978 IS TO BE THE YEAR OF IMPLEMENTATION OF MOST OF THESE PLANS, LIMITED OFFICIAL USE

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WITH THE VISIBLE RESULTS EMERGING THE FOLLOWING YEAR.

26. THE TOTAL ESTIMATED COST FOR ALL OF THIS IS ABOUT \$20 MILLION. THE UNDP CONTRIBUTED THE FIRST \$3 MILLION AND THE COSTS OF 1977 AND THEREAFTER WERE SUPPOSED TO BE ASSUMED BY THE GOVERNMENT OF ABU DHABI. AS

FREQUENTLY HAPPENS HERE, THE MONEY WAS PROMISED BUT ITS DELIVERY HAS BEEN DELAYED. THEREFORE, THE UNDP WOULD OUT AN ARRANGEMENT FOR THE YARG TO LEND THE MONEY AGAINST A PROMISE OF FUTURE REPAYMENT. IN ALL OF THIS, UNESCO CONTRIBUTES VERY LITTLE OF ITS OWN MONEY, BUT IS THE PRIMARY EXECUTING AGENCY.

27. UNHCR. THE UN REFUGEE ORGANIZATION SPENDS ABOUT \$50 THOUSAND A YEAR IN YEMEN, CHIEFLY IN ASSISTING REFUGEES FROM ETHIOPIA, SOMALIA, AND ERITREA. THE YEMENIS HAVE PERMITTED SEVERAL HUNDRED AFRICANS TO TAKE REFUGE IN THE COUNTRY WITH ONLY THE MOST MEAGER DOCUMENTATION. BUT HOSPITALITY IS NOT DEEP, AND THE REFUGEES ALMOST TO A MAN ARE TRYING TO MOVE ON TO FRIENDLIER COUNTRIES. WHILE HERE, THEY FREQUENTLY TURN TO THE UN FOR BOTH REFUGEE DOCUMENTATION AND SUBSISTENCE ALLOWANCES. IF THE HORN OF AFRICA TURMOIL PERSISTS, THE UN PROGRAM CAN PROBABLY BE EXPECTED TO INCREASE. AT THE MOMENT IT IS CONTROLLED BY THE BEIRUT OFFICE.

28. PROJECT EVALUATION BY UNDP AND AGENCIES. IF THERE IS AN INSTITUTIONAL WEAKNESS OF THE UN SYSTEM IN YEMEN IT IS WITH THE FUNCTIONING OF THE TRIPARTITE REVIEW SYSTEM. THE INTERNATIONAL STAFF OF TEN AT UNDP HEADQUARTERS APPEARS TO BE STRETCHED VERY THIN IN ATTEMPTING TO COVER ALL OF THE SPECIALIZED AGENCY LIMITED OFFICIAL USE

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ACTIVITIES. THERE IS GOOD REASON FOR THIS IMPRESSION; THE UNDP SUFFERS FROM PERMANENT UNDERSTAFFING. THE DEPUTY RES REP WAS NOT REPLACED FOR MORE THAN A YEAR. ONE OF THREE ASSIGNED ASSISTANT RES REP HAS NEVER ARRIVED AND AT LEAST TWO PROGRAM OFFICERS HAVE NEVER MATERIALIZED. MANY OF THE PROGRAM REVIEWS BY THE UNDP THE RELEVANT EXECUTING AGENCY, AND THE YARG ARE SIMPLY NOT DONE (ABOUT HALF OF THOSE WHICH WERE SCHEDULED TO BE HELD LAST YEAR ACTUALLY TOOK PLACE). THIS CAN BE ATTRIBUTED IN PART TO THE FACT THAT THE UNDP PROGRAM OFFICERS, WHO WOULD NORMALLY BE THE PROTAGONIST FOR THE TRIPARTITE REVIEW, FREQUENTLY FIND THEMSELVES TURNED INTO DE FACTO ADMINISTRATIVE OFFICERS FOR THE PROGRAM. INSTEAD OF SPENDING THEIR DAY STUDYING AND CRITICALLY EXAMINING THE RANGE OF UN ACTIVITIES, THEY ARE OFTEN FORCED TO GO LOOKING FOR EQUIPMENT OR PEOPLE TO HELP KEEP A PARTICULAR UNDP OPERATION ROLLING ALONG.

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29. NEVERTHELESS, PROJECTS DO GET REVIEWED EVENTUALLY, AND APPARENTLY THOROUGHLY. CHANGES ARE MADE OR SOME PROGRAMS DROPPED ENTIRELY. WHAT IS WANTING HERE SEEMS TO BE A SPEEDIER REACTION TO PROBLEM AREAS, AND PERHAPS A GREATER DEGREE OF SPECIALIZED KNOWLEDGE AT THE UNDP OFFICE TO PROVIDE THAT REACTION. THIS SHOULD NOT BE CONSTRUED AS A PLEA FOR MORE UNDP STAFF: IT MAY WELL BE THAT THE LEVEL OF REVIEW ACTIVITY IS JUST RIGHT FOR THE YEMEN GOVERNMENT, FOR THE UNDP AND FOR THE SPECIALIZED AGENCIES, AND THAT WHAT IS AMISS IS THE REVIEW REQUIREMENTS PROPUNDED BY UN HEADQUARTERS.

30. UN VOLUNTEERS. THE UN VOLUNTEER PROGRAM IN YEMEN IS WORTH A NOTE. IT IS THE LARGEST IN THE WORLD, AND APPARENTLY ONE OF THE MOST SUCCESSFUL. IN 1976 THERE WERE APPROXIMATELY 70 VOLUNTEERS WITH A PLANNED EXPANSION TO ABOUT 100. THE FINANCIAL CRISIS CAUSED A RETRENCHMENT TO TODAY'S FIGURE OF 46, WITH 11 MORE

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APPROVED FOR 1978. THERE WILL EVENTUALLY BE 70 OR 80 IN THE COUNTRY. THE VOLUNTEERS ARE PAID FROM A SPECIAL VOLUNTEER FUND IN GENEVA, BUT THIS SOURCE IS DRYING UP.

THE UNDP, WITH THE CONCURRENCE OF THE YARG WILL INCREASINGLY ASSUME THE COST OF SUPPORTING THE VOLUNTEERS UNTIL, BY 1981, 100 PERCENT OF THEIR SUPPORT WILL COME FROM THE IPF. ARGUING FOR THE SUCCESS OF THE VOLUNTEERS, PARTICULARLY FROM THE THIRD WORLD, IS THE FACT THAT THERE HAVE BEEN NO TERMINATIONS OF THE STANDARD TWO-YEAR CONTRACT, AND MANY EXTENSIONS. THE VOLUNTEERS ARE EMPLOYED PRIMARILY AS NURSES OR AS AGRICULTURE SPECIALISTS. AT THE MOMENT THERE ARE NO AMERICANS IN THE PROGRAM.

31. COUNTRY PROGRAM: 1977-1981. THE UNDP'S PREPARATION OF THE NEW COUNTRY PROGRAM FOR YEMEN HAS BEEN DELAYED AT LEAST SIX MONTHS BY THE DECISION TO FOCUS ON AIDING THE YARG IN COMPLETION OF THE FIVE-YEAR PLAN. PRELIMINARY DRAFTING HAS BEEN DONE, HOWEVER, AND THE OUTLINES OF THE NEW PROGRAM CAN BE DISCUSSED. THE FINAL VERSION WILL PROBABLY REACH UN HEADQUARTERS IN MAY OF THIS YEAR.

32. THE MAIN THRUST OF THE NEW PROGRAM WILL BE IN FIVE AREAS, MOST OF WHICH HAVE ALREADY SEEN UN ACTIVITY: INSTITUTIONAL SUPPORT, DEVELOPMENT OF MANPOWER, INCREASED FOOD SUFFICIENCY, RURAL DEVELOPMENT, AND SUPPORT TO GOVERNMENT/SOCIAL SERVICES.

33. A NUMBER OF THE UNDP-SUPPORTED EFFORTS WILL OVERLAP TWO OR MORE OF THE MAIN AREAS OF CONCENTRATION, E.G. THE UNDP WILL SUPPLY A NUMBER OF EXPERT ADVISERS TO THE NATIONAL INSTITUTE OF PUBLIC ADMINISTRATION. THIS IS LIMITED OFFICIAL USE

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CLEARLY BOTH INSTITUTIONAL SUPPORT AND MANPOWER DEVELOPMENT. IN THE TELECOMMUNICATIONS FIELD, THE UNDP WILL FINANCE A TWO-MAN TEAM (WHICH WILL GROW TO SEVEN) IN THE MINISTRY OF COMMUNICATIONS TO STRENGTHEN THE MINISTRY'S ADMINISTRATION AND TO INITIATE A LOCAL TRAINING PROGRAM FOR OPERATORS. THE OVERLAP OF ASSISTANCE CATEGORIES HERE IS OBVIOUS.

34. THE TELECOMMUNICATIONS AREA IS ALSO ILLUSTRATIVE OF THE YEMEN GOVERNMENT'S WILLINGNESS TO SPEND ITS OWN MONEY ON DEVELOPMENT PROJECTS IT VALUES. THE YARG (NOT UNDP) IS PAYING FOR TWO OTHER ITU TEAMS TO BE LOCATED IN THE MINISTRY OF COMMUNICATIONS: ONE (A FOUR-MAN GROUP) WILL WORK ON THE DETAILED TELEPHONE NETWORK PLANNING NECESSARY FOR THE COUNTRY; THE SECOND (TWO ITU EXPERTS) WILL MAKE PRELIMINARY PLANS FOR CONVERSION OF THE TELEPHONE/COMMUNICATIONS SERVICE INTO A SEMI-AUTONOMOUS PUBLIC CORPORATION.

35. AS A ROUGH ESTIMATE, THE UNDP WILL SPEND AT LEAST 25 PERCENT MORE WITH THE NEW COUNTRY PROGRAM THAN IT DID WITH THE OLD. THE 1972-77 INDICATIVE PLANNING FIGURE WAS \$15 MILLION, BUT THE UNDP OVERSPENT BY \$3.5 MILLION. THUS FROM THE PROJECTED NEW IPF OF \$23.75 MILLION, \$3.5 MILLION MUST BE SUBTRACTED LEAVING A BASE OF APPROXIMATELY \$20 MILLION TO WORK WITH. ON TOP OF OHMASF THE WHO WILL CONTRIBUTE \$1-1 1/2 MILLION PER YEAR THROUGHOUT THE CYCLE AND THE WFP WILL ADD ANOTHER \$4-6 MILLION/YR. THE DUTCH GOVERNMENT HAS PLEDGED APPROXIMATELY \$2 MILLION/YR FOR THE CYCLE, TO BE USED BOTH FOR UNDP PROJECTS AND FOR FELLOWSHIPS FOR TRAINING YEMENIS IN THE ARAB WORLD. THE UNDP IS ALSO HOPING TO SECURE ANOTHER \$12 OR 13 MILLION FROM SUCH DONORS AS THE EEC, THE KUWAIT FUND, AND THE IDA. REGULATIONS OF UNDP HEADQUARTERS PREVENT THE LOCAL UNDP FROM ACCEPTING AID CONTRIBUTIONS OF A COST-SHARING NATURE FROM OTHER DONORS LIMITED OFFICIAL USE

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WHICH WOULD MORE THAN DOUBLE THE IPF; DESPITE THIS RESTRICTION, HOWEVER, THE UNDP IN YEMEN THINKS IT MAY EVENTUALLY FIND BOTH THE DONORS AND THE ACCEPTABLE INTERPRETATION OF THE UN REGULATIONS ENABLING IT TO IN EFFECT TRIPLE ITS BASIC IPF OF \$20 MILLION. AN EXPANSION OF THE FUNDS-IN-TRUST PROGRAM WITH THE YARG WILL PROBABLY BE THE METHOD USED.

36. THE RESIDUAL EFFECT OF THE UNDP'S FINANCIAL CRISIS OF 75-76 SEEMS TO BE MINIMAL. PERHAPS IT IS DUE TO YEMEN'S DEMONSTRABLE NEED FOR ALL TYPES OF ASSISTANCE, OR PERHAPS TO ITS PROXIMITY AS A POOR ARAB COUNTRY TO NUMEROUS WEALTHY ARAB STATES, OR PERHAPS TO THE FUND-RAISING SKILL OF THE PRESENT RES REP -- WHATEVER THE REASONS THE UNDP PROGRAMS HAVE BASICALLY BEEN MAINTAINED AND NOW CONTINUE TO GROW. A FEW PROJECTS WERE JETTISONED: THE FISHERIES DEVELOPMENT SCHEME, A PLAN TO HELP YEMEN INCREASE ITS RATE OF TOURISM, AND A COFFEE PRODUCTION EFFORT. THE UNDP CONSIDERED MOST OF THESE PROGRAMS EITHER INSUFFICIENTLY FUNDED, OR POORLY SUPERVISED AND MAY NEVER TRY TO REVIVE THEM.

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37. SEVERAL ASPECTS OF THE "NEW DIMENSIONS" WILL BE INCORPORATED IN THE NEXT COUNTRY PROGRAM, BUT UNDP OFFICIALS HERE SAY THERE IS NO OVERT EFFORT TO INJECT THE CONCEPTS; INSTEAD, THEY SAY, YEMEN'S SITUATION NATURALLY LENDS ITSELF TO MANY OF THE NEW IDEAS. IF TECHNICAL COOPERATION AMONG DEVELOPING COUNTRIES (TCDC) IS CONSIDERED A "NEW DIMENSION" THEN YEMEN IS DEEP INTO IT. ABOUT 90 PERCENT OF THE APPROXIMATE 150 FELLOWSHIPS SPONSORED BY THE UN IN YEMEN SEND THE FELLOWS TO OTHER ARAB COUNTRIES FOR STUDY. OF COURSE THIS IS DONE FOR BUDGETARY REASONS AS MUCH AS ANYTHING ELSE. SIMILARLY, WHEN THE UNDP RETURNS TO THE NATIONAL INSTITUTE OF PUBLIC ADMINISTRATION UNDER THE 77-81 PROGRAM, A SERIOUS EFFORT WILL BE MADE TO WORK OUT A VIABLE "TWINNING" ARRANGEMENT WITH THE MORE ADVANCED INSTITUTE OF PUBLIC ADMINISTRATION IN KHARTOUM. (SKEPTICS WILL POINT OUT THAT THIS TIE-IN WAS TALKED ABOUT AS MUCH AS THREE YEARS AGO, BUT NOTHING EVER RESULTED.)

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38. THE UNDP WILL FOCUS ITS ASSISTANCE ON SEVERAL "KEY INSTITUTIONS," E.G. THE MINISTRIES OF PUBLIC WORKS, ECONOMY AND HEALTH, THE INSTITUTE FOR PUBLIC ADMINISTRATION, AND WILL CONTINUE TO WORK AS CLOSELY AS POSSIBLE WITH ITS COUNTERPART INSTITUTION, THE CENTRAL PLANNING ORGANIZATION. IT COULD ARGUE, HOWEVER, THAT IT HAS BEEN ESSENTIALLY DOING THIS FROM THE BEGINNING. UNDP

OFFICIALS ALSO CLAIM THE NEW PROGRAM IS MORE SPECIFIC IN ITS USE OF FUNDS, AND THAT THE VARIOUS PROJECTS CAN BE MORE REGULARLY SCRUTINIZED. THIS MAY BE PART OF THE "NEW DIMENSION" EFFORT, BUT IT ALSO FLOWS FROM THE FACT THAT THE EXISTENCE OF THE FIVE-YEAR PLAN PERMITS ALL DONOR ORGANIZATIONS TO BE MUCH MORE PRECISE IN THEIR TARGETING.

39. ROLE OF THE RES REP. THE STRONGEST PART OF THE UN SYSTEM IN YEMEN IS THE UNDP'S RES REP. OVER THE PAST TWO YEARS HE HAS DEVELOPED AND EXPANDED HIS ROLE AND THAT OF HIS ORGANIZATION TO THE POINT WHERE THE GOVERNMENT AND MANY FOREIGN DONORS TURN TO THE UNDP FOR ADVICE, ASSISTANCE, COORDINATION, OR IMPLEMENTATION. THERE IS A CERTAIN AMOUNT OF RESISTANCE TO THIS GROWTH BY SOME OF THE OTHER MEMBERS OF THE "UN FAMILY," BUT NONE DENY IT. ONE UN OFFICIAL REMARKED THAT THE RES REP "THINKS HE IS A GENERAL AND THE REST OF US ARE LIEUTENANTS," BUT THIS IS NOT THE CORRECT ANALOGY. WHAT THE PRESENT RES REP IS IS A MASTER POLITICIAN, IN THE BEST SENSE OF THE WORD. HE OPERATES FROM A POSITION OF ONLY MODERATE INHERENT STRENGTH, WITH SCARCE RESOURCES, AND A NUMBER OF HARD CHOICES TO MAKE. HE HAS BUILT A WIDE FEELING OF TRUST IN HIS WORD, AND MUCH OF THE SUCCESS OF THE UNDP'S RELATIONSHIP WITH LIMITED OFFICIAL USE

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THE CENTRAL PLANNING ORGANIZATION HAS BEEN THE ABILITY TO FORGE QUICK SOLUTIONS TO A WIDE RANGE OF PROBLEMS ON THE BASIS OF INFORMAL OR VERBAL AGREEMENTS. THE CLOSE PERSONAL RELATIONSHIP BETWEEN THE RES REP AND THE FORMER HEAD OF THE CPO, NOW THE MINISTER OF EDUCATION, HAS BEEN PARTICULARLY FRUITFUL. IT IS PROBABLY FAIR TO SAY THAT THE UNDP DID A GOOD DEAL OF THE WORK WHICH THE CPO SHOULD HAVE BEEN DOING IF IT HAD ADEQUATE PERSONNEL.

40. THE MAIN REASON WHY THE UNDP WEATHERED THE JUT-JUSU FINANCIAL CRISIS SO WELL WAS THE SKILL AND INGENUITY OF THE RES REP. WHEN THE UN MONEY SUDDENLY DRIED UP, THE RES REP TURNED TO, AND CONVINCED THE UK, THE DUTCH, AND THE UAE TO STEP IN AND KEEP PLANNED PROJECTS GOING WITH EMERGENCY FUNDING. AT THE SAME TIME THAT HE IS ACHIEVING SUBSTANTIAL RESULTS IN FUND-RAISING AND PROGRAM DEVELOPMENT, THE RES REP WORKS HARD ON THE PUBLIC RELATIONS PART OF HIS JOB. HE DOES HIS BEST TO SMOOTH OVER ANY EMERGENT DIFFERENCES WITH THE REST OF THE UN SYSTEM COMPONENTS AND HE FREQUENTLY PREACHES THE GOSPEL OF A HAPPY "UN FAMILY." YEMEN IS FORTUNATE TO HAVE THIS MAN WORKING HERE.

4. TO THE BEST KNOWLEDGE OF THE MISSION, THIS IS GOOD INSTANCE OF UNDP AND IBRD-FUNDED ACTIVITY WORKING AT CROSS PURPOSES. WHAT FREQUENTLY OCCURS HERE IS THAT THE UNDP WILL CONCEIVE OR INITIATE A DEVELOPMENT SCHEME, AND THEN THE WORLD BANK WILL TAKE OVER THE FINANCING OF THE LATTER STAGES. THIS HAS HAPPENED WITH A UNDP-DEVELOPED TECHNICAL ASSISTANCE PROJECT IN THE EDUCATION FIELD. IT HAS ALSO TAKEN PLACE WITH SOUTHERN UPLANDS RURAL DEVELOPMENT PROGRAM. WORLD BANK PLANNERS AND OFFICIALS SEEM TO CARRY ON WHATEVER CONSULTATION WITH THE UNDP IS REQUIRED.

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42. ON THE SUBJECT OF CONSULTATION, THE TYPE WHICH USAID SANA CONDUCTS WITH THE UN PURSUANT TO AID TO CIRCULAR A-676 IS PRIMARILY AT THE TECHNICAL LEVEL. UNDP OFFICIALS VISITED AID EN MASSE ABOUT A YEAR AGO

BUT NEITHER THE AID DIRECTOR NOR THE RES REP THINK SUCH FORMAL CONFERENCES HAVE MUCH UTILITY OR INCREASE MUTUAL KNOWLEDGE. PROJECT MANAGERS IN THE SAME FIELD ARE MUCH BETTER EQUIPPED TO INFORM ONE ANOTHER OF DEVELOPMENTS IN THEIR OPERATIONS.

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43. WOMEN IN DEVELOPMENT. IN A COUNTRY WHERE THE PUBLIC ROLES AND ACTIVITIES OF WOMEN HAVE TRADITIONALLY BEEN MINISCULE, THE RATHER MODEST "WOMEN'S PROGRAM" OF THE UN MAKES IT A LEADER AND INNOVATOR IN YEMEN. IN THE MINISTRY OF EDUCATION TWO OF THE TWELVE UN EXPERTS WORKING THERE ARE WOMEN, AND THEY ARE LABORING ON PLANS FOR INCREASED EDUCATION FOR YEMENI WOMEN. THE WHO IS HELPING TRAIN ABOUT 100 WOMEN NURSES, ALTHOUGH THE PROGRAM CANNOT YET BE DESCRIBED AS A GENUINE NURSING SCHOOL. AND ABOUT 150 WOMEN ARE LEARNING SECRETARIAL SKILLS AT THE INSTITUTE FOR PUBLIC ADMINISTRATION SPONSORED BY UNICEF. THE PROGRAM ANNUALLY BEGINS WITH TWO OR THREE TIMES THAT NUMBER, BUT THE DROP-OUT RATE IS VERY HIGH. SINCE WOMEN ARE THE WATER-BEARERS IN THIS SOCIETY, IT COULD BE SAID THAT WOMEN WILL BE THE PRINCIPAL BENEFICIARIES OF ONE OF THE UN'S CHIEF PROGRAMS IN YEMEN, VIZ. INCREASING THE SUPPLY OF PIPED WATER. THIS WILL BE AN LIMITED OFFICIAL USE

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INDIRECT BENEFIT, HOWEVER. WHETHER THE WOMEN WILL BE ABLE TO MAKE USE OF THEIR INCREASED TIME IN A PROFITABLE WAY IS NOT AT ALL CERTAIN.

44. THE YEMEN GOVERNMENT HAS 50-100 WOMEN WORKING IF WHAT COULD BE LOOSELY DESCRIBED AS PROFESSIONAL POSITIONS. IN THE CONTEXT OF THE ARAB WORLD, YEMENI OFFICIALS CAN PROBABLY BE DESCRIBED AS OPEN TO CHANGE IN THE STATUS OF WOMEN, BUT THEY CONCENTRATE MOST OF THEIR ENERGIES ON THE LARGER PROBLEM OF OVERALL DEVELOPMENT. RECENTLY THERE HAVE BEEN GLIMMERINGS OF A POSSIBLE CONSERVATIVE RELIGIOUS BACKLASH AGAINST CHANGE IN WOMEN'S ROLES, BUT IT IS TOO EARLY TO SAY IF THIS WILL AFFECT THE GAINS ALREADY MADE. IN ANY CASE, THE UN IN YEMEN WILL NOT GET VERY FAR IN FRONT OF THE GOVERNMENT ON THIS ISSUE, SINCE IT HAS ENOUGH PROBLEMS OF A PURELY ECONOMIC NATURE TO KEEP IT OCCUPIED.

45. YEMEN IS A LONG WAY FROM MOVING INTO THE "NET CONTRIBUTOR" STAGE AS FAR AS FOREIGN ASSISTANCE IS CONCERNED. ITS OWN DEVELOPMENT IS ONLY BEGINNING. NEVERTHELESS THERE ARE A FEW POSITIVE SIGNS THE YARG IS WILLING TO ASSUME RESPONSIBILITY FOR ITS OWN ELEVATION OUT OF THE RANKS OF THE LDCS. THE COMPLETION OF THE

FIRST PHASE -- THE PLANNING OF THE FIVE-YEAR PLAN -- IS ONE. THE STATED READINESS TO ASSOCIATE WITH REGIONAL INSTITUTIONS LIKE THE ECWA AND THE SUDANESE INSTITUTE FOR PUBLIC AFFAIRS IS ANOTHER.

46. BUT THE PROBLEMS CONFRONTING THE UN -- AND, INDEED, ALL AID DONORS IN YEMEN -- ARE MONUMENTAL. THE COUNTRY IS BOTH INHERENTLY POOR AND UNDERDEVELOPED. ALMOST EVERY MODERN INSTITUTION IS STARTING FROM GROUND LIMITED OFFICIAL USE

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ZERO; AND THE CENTRAL GOVERNMENT IS WEAK IN KNOWLEDGE, LEADERSHIP AND WHEREWITHAL. TO THIS CLASSIC STATE OF UNDERDEVELOPMENT MUST BE ADDED TWO OTHER FACTORS. THERE IS A BRAIN OR SKILL DRAIN TO THE ARAB OIL-EXPORTING COUNTRIES, AND THE LEGITIMACY OF THE PRESENT REGIME HAS YET TO BE SETTLED, FOLLOWING THE ASSASSINATION OF PRESIDENT HAMDI. TO A LARGE DEGREE YEMEN'S ABILITY TO BECOME SOMETHING OTHER THAN A SAUDI SATELLITE WILL DEPEND ON A RESOLUTION OF THESE NON-DEVELOPMENTAL QUESTIONS. SCOTES

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